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ABSTRACT

Volume I of the evaluation of the School Personnel Utilization Program (SPU), developed by Florida State University, presents an overview of objectives and outcomes of the evaluation of SPU projects. An understanding of the scope of the project, an introduction to the functioning of the Evaluation Training Center, and a summary of the major findings of the evaluative studies are presented. (Related documents are SP 006 346 and SP 006 347.) (MJM)

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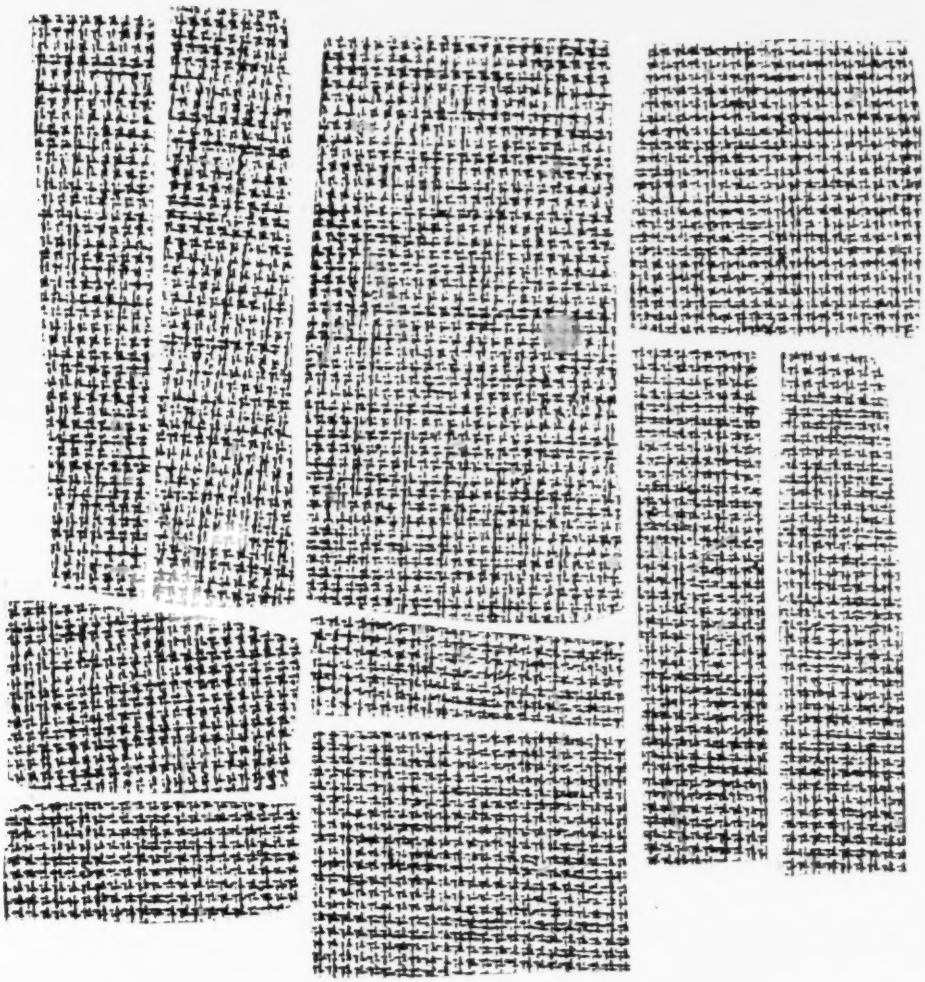

The Evaluation Training Center

AN EVALUATION OF SCHOOL PERSONNEL UTILIZATION PROJECTS

SP 006 345

VOLUME I

AN OVERVIEW OF OBJECTIVES AND OUTCOMES OF THE EVALUATION OF SCHOOL PERSONNEL UTILIZATION PROJECTS.

Educational Research

Florida State University

Tallahassee, Florida

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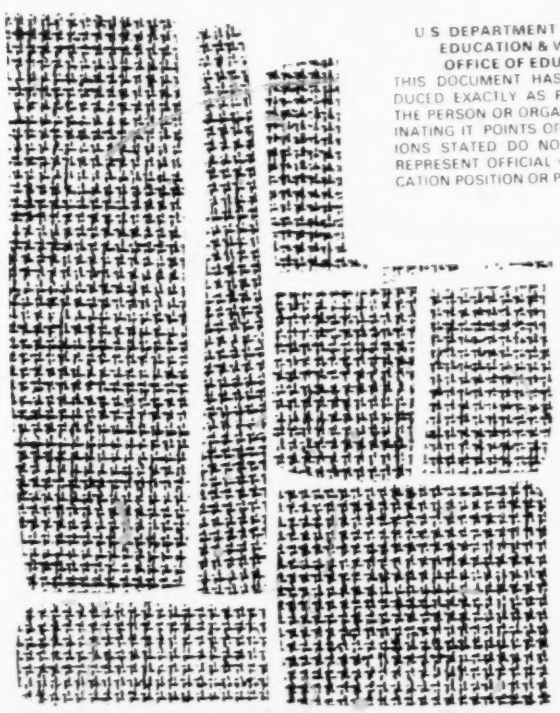

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ACKNOWLEDGEMENTS:

Many individuals were involved in the planning, development, and execution of this evaluation study who deserve recognition for their efforts. The team approach which was used throughout the project's duration prohibits the easy delineation of responsibility and credit for accomplishments. Yet some assignment of credit or, perhaps, blame must be made.

Three faculty members carried the responsibility for designing the evaluation, seeing it developed, implementing data-gathering activities, and processing, analyzing and interpreting the data. They are:

Jacob G. Beard
Michael L. DeBloois
Garrett R. Foster

Without the talented corps of graduate assistants through all phases of the study, much which proved to be so valuable would have been missed. As trainees in the Center they contributed while they learned. Two levels of involvement emerged which are noted below:

Individuals who contributed in a major way were:

Paul Geisert
Darol Graham
Cecil Clark
Reese Parker
Gerald Richardson
Beulah Cypress
Margot Olson
Phillippe Olivier

Also involved were:

Barry Lastinger
Anan Srisopa

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VOLUME I

OVERVIEW OF OBJECTIVES AND OUTCOMES OF THE SCHOOL PERSONNEL UTILIZATION EVALUATION

OVERVIEW OF OBJECTIVES AND OUTCOMES OF THE SCHOOL PERSONNEL UTILIZATION EVALUATION

The Evaluation Training Center at Florida State University was established under a grant from the School Personnel Utilization Program of the Bureau of Educational Personnel Development, U. S. Office of Education. This grant was administered by the State of New Jersey, Department of Education, Division of Research, Planning, and Evaluation through the Educational Improvement Center, Pitman, New Jersey, and sub-contracted to Florida State University.

During the funding year, 1970-71, the Evaluation Training Center at Florida State University planned and implemented strategies which have resulted in the achievement of all major objectives for which funds were granted. Volume I of this report is intended to give the reader an understanding of the scope of the project, an introduction to the functioning of the Evaluation Training Center, and a summary of the major findings of the evaluative studies. Volumes II through IV describe in detail Center activities relevant to the fulfillment of each ETC objective under the School Personnel Utilization contract.

The contract between the Evaluation Training Center and the U. S. Office of Education required the following:

1. The development of a graduate training program in the evaluation of School Personnel Utilization Programs.
2. An analysis and revision of the SPU Program objectives.
3. The development of instruments and procedures and the subsequent training of project evaluators required to assess the impact of the SPU Program.
4. The development of a comprehensive model for evaluating School Personnel Utilization Programs.
5. Extensive field testing of the evaluation model in a selected sample of projects.
6. A summary report on the evaluation of SPU projects.

Part 1

Graduate Training in Evaluation

In July, 1970, the Department of Educational Research designed a course of instruction geared especially to the needs of individuals involved in an evaluation of School Personnel Utilization Projects, established an Evaluation Training Center, and since that time has provided both theoretical and practical learning experiences. Throughout its first year, the Evaluation Training Center has operated with eleven graduate student trainees, seven of which were funded through SPU Traineeships, one full-time and two fractional faculty positions, and secretarial help.

The rationale for establishing an Evaluation Training Center to develop talent for evaluating School Personnel Utilization projects was based on the belief that this type of evaluation required learning opportunities not commonly found in graduate research programs. For one thing, there was the necessity of wedding research methodology with the pragmatics of school staffing and related innovations. For another, there was the problem of providing evaluation training in addition to the department's ongoing training for educational researchers. To bring these three concerns together in a training program, trainees in the Center were involved in three phases of activity. The first phase of the program was accomplished by enrolling each Center trainee in the Educational Research Department's core requirements. Here, instruction in research methodology, measurement competencies, and statistical applications was provided. In addition to this, trainees were involved in specific coursework in the theory of evaluation and spent half-time involved in supervised Center activities where the application of that knowledge in a real setting was possible. Finally, the third phase requirements were satisfied by

providing trainees training in the theory behind organizational structural innovations and by getting them involved in school settings where innovation and development were taking place.

The Center has attempted to offer trainees a program geared to specific needs, and therefore each trainee has been participating in an individualized program. For the sake of this report, individual programs were considered and the following list of activities and coursework represents a fairly typical training schedule:

Topic or Activity	Approximate Student Contact Hours
1. Evaluation Theory and Practice	
a. Seminar in Educational Field Research (EDR 526)	40
b. Theory of Evaluation (EDR 502)	50
c. Supervised Evaluation Practicum	
1) Design of components of Evaluation Model	80
2) Developing instruments for the Model	200
3) Group planning of on-site evaluations	60
4) On-site evaluation activities	70
5) Analysis, interpretation, and reporting of data	250
6) Revision of evaluation instruments and procedures	100
2. Educational Innovations	
a. Structural Organizational Alternatives	30
b. Seminar in Alternative Approaches to School Personnel Utilization (EDR 605R)	30
c. Instructional Design Models (EDR 631)	30
d. Supervised Practicum in Planning for Educational Change	30
1) Development of Staff-use models	150
2) Visitation in innovative schools	20
3) Development of accountability models	100
4) Design of instructional system	60
3. Topics in Educational Research	
a. Methods of Educational Research (EDR 520)	40
b. Operational Objectives in Educational Research (EDR 543)	30
c. Advanced Topics in Educational Research (EDR 525)	30
d. Statistical Applications in Education: Description and Basic Inference (EDR 510)	50
e. Advanced Statistical Application in Education: Analysis of Variance and Covariance, Regression (EDR 511)	50
f. Applications of Nonparametric Statistics (EDR 513)	30
g. The Use of Tests in Teaching and Guidance (EDR 501)	40
Total	1,530

Trainees were selected for the Center in two distinct phases. During the first week in July, 1970, three SPU-funded trainees and two other Center students began their training in conjunction with FSU's Summer Session. They experienced seven weeks of training prior to the second phase of activities. Beginning the second week of September, an additional five trainees, two of whom are funded by other sources, entered the Center and engaged in training activities. One additional trainee was accepted into the Center the last week of September. Throughout the duration of this first year, trainees have been involved in the conception of the evaluation design, its subsequent planning and development, and have participated in instrument development and administration. They have participated in the on-site evaluation of five projects, had major responsibilities in the collection, analysis, and interpretation of survey and interview data, and participated in the writing of the final report.

In addition to the training of the regular personnel of the Training Center, formal training activities required by the contract have been sponsored for individual SPU project directors, evaluators, and other project staff. This training took place in two settings--the Leadership Training Institute, held at Florissant, Colorado, and attended by the leadership of all funded projects, and during on-site visits by the Center's evaluation team.

The Leadership Training Institute (LTI) was held on October 22-23, 1970. As many as sixty people attended ETC training sessions and interacted with ETC staff resulting in excellent feedback regarding the conceptual model, the evaluation design, and a number of instruments, all of which were in tentative form and in need of a thorough critique by practitioners in the field. The workshop also provided an opportunity to

explain the ETC Conceptual Model, describe the evaluation design, and instruct project personnel in the data collection procedures they shortly would be involved in.

At the LTI institute, the Evaluation Training Center sponsored training consisting of:

Topic	Contact Hours	Number of Participants
Presentation and explanation of the conceptual model of School Personnel Utilization	1	60
Training in self-assessment techniques	2	35
Training in the use of instruments developed by ETC for the SPU evaluation design	1	35
Explanation of the evaluation design being developed	1	60

The second opportunity ETC had to provide training at the project level was during the on-site evaluation of five projects. Inherent in the evaluation design was involvement of school personnel in the evaluation process, and the principle of immediate feedback to project personnel. Since the evaluation design required an analysis of each project's staffing model and plan for implementing that model, the on-site visit provided an excellent opportunity to present alternative model building and planning strategies to project personnel who may not have been previously trained in that capacity. It was a general policy of the evaluation team to suggest means for remediation whenever they found project staff to be deficient in knowledge or skills they themselves indicated were of great importance. Documents used as part of this on-site training/remediation effort can be found in the Appendix of Volume IV.

Part 2

An Analysis and Revision of
School Personnel Utilization Program Objectives

(Summary of Volume II, Parts 1 and 2)

The official statement of goals and objectives of the School Personnel Utilization Program (SPU), Bureau of Educational Personnel Development, USOE, was the subject of the first evaluation study by the Evaluation Training Center. The first step in the evaluation process was to determine the value of the goals and objectives as communication links between SPU program officials and local project personnel. The second step in the evaluation process consisted of a revision of the goals and objectives in order to improve their communication function.

The Communication Value of the Objectives

Teachers, administrators, and college personnel who were directly associated with SPU projects, and a similar group who were not associated with SPU projects, were asked to respond to a written statement of each goal and objective on a modified version of a semantic differential. With this instrument respondents rated each objective on the following sets of bipolar adjectives:

beneficial	- harmful
appropriate	- inappropriate
timely	- untimely
feasible	- infeasible
logical	- illogical
realistic	- unrealistic
clear	- unclear
understandable	- confusing
meaningful	- meaningless
adequate	- inadequate

The adjective sets were of two basic types--adjective sets relating to worthiness and appropriateness and adjective sets relating to clarity or confusion. This procedure results in a numerical value or score (for

worthiness and appropriateness, and clarity or confusion) being assigned to each objective. These numerical values were then used to make a descriptive analysis of the objectives, and to test a number of hypotheses concerning differences between the objectives and differences between the responding groups.

Tests of various hypotheses demonstrated that there were no significant differences between the rating of the objectives by those respondents classified as "related to flexible staffing" and those "not related to flexible staffing." In addition there were no differences related to the position in the educational system (teacher, administrator, college personnel) of the respondent, nor with the "position by staffing type" interaction.

In brief, all groups of respondents gave similar ratings of the SPU objectives on the two sets of adjectives dealing with appropriateness and clarity.

The analysis of the data also revealed that the total group of respondents displayed a favorable attitude towards each of the objectives, although the respondents typically gave a more favorable response to the worthiness of the objectives compared to the clarity of the objectives.

There also were significant differences in the mean ratings given to the 14 objectives. Since the analysis demonstrated that the ratings of the objectives were significantly different from each other, they were ranked by their mean rating across all adjectives, which resulted in a rank-order list of the 14 objectives. The highest ranking objectives had to do with "community participation," followed by "improvement of instructional skills," "changes in inservice and preservice training programs," and "changes in staffing scheduling."

At the lower end of the ranking were: "management of professional personnel," "differentiated instructional modes," and "attitudes of students and teachers."

Revision of the USOE Guidelines

The survey instrument used in evaluating the objectives included a request that the respondent "list any suggestions you have, or problems you foresee concerning each objective." Nearly every respondent made some comments, often on each objective. These critical comments along with a logical analysis of the objectives and the results of the previous evaluation, were used to revise the wording and intent of the objectives. To support the logical analysis, the conceptual model of staffing developed by DeBloois (1971) was utilized. This assessment, coupled with the conceptual model, provided the framework upon which an evaluation of the completeness and conciseness of the objectives could be undertaken. The following list of objectives has undergone a process of analysis and revision to increase their clarity, completeness, conciseness, and general ability to communicate the goals and intents of the USOE.

A Proposed Revision of the Goals, Objectives, and Guidelines of the School Personnel Utilization Program

The goal of the School Personnel Utilization Program is to improve the teaching and learning environment in elementary and secondary schools by finding more effective ways of organizing their teaching and administrative staffs. In order to meet this goal the following objectives are proposed for the SPU Program:

1. To orient school personnel and the public to alternative organizational structures for schools.

2. To provide training for school personnel in the managerial, organizational, and instructional skills required by newly adopted organizational structures.

3. To encourage universities to provide inservice and preservice training programs in the skills required by alternative organizational structures.

4. To bring into being a credentialing process for professional teachers that includes multiple entry and exit points, and non-sequential movement to higher certification.

5. To encourage state education agencies to seek legislation and to adopt policies which provide for alternative school organizational structures.

In addition to the SPU Program process objectives, the following guidelines are suggested for project schools funded by the SPU Program.

Guidelines for the Organizational Structure of Project Schools

1. The roles of instructional personnel, as well as administrators and other personnel, should be differentiated on the basis of the type and amount of responsibility assigned.

2. Salaries of instructional personnel should be differentiated on the basis of their roles and responsibilities.

3. Classroom instructional personnel should be provided promotional incentives which allow them to advance in responsibility and pay while remaining teachers. These promotional incentives should be equivalent to those provided administrators and other non-instructional personnel.

4. Instructional time schedules should be flexible.

Guidelines for the Organizational Process of Project Schools

5. Decisions should be made at the levels in the school's organizational structure where the most information exists.

6. The school staff should engage in group problem solving.

7. The school should utilize a number of instructional strategies and should provide a wide variety of resources to students for facilitation of their learning.

8. The community should participate in the implementation of the instructional program.

9. The school's inservice training programs should be designed to facilitate the achievement of school goals.

10. The assignment of responsibilities within the school organization should be based in part on the individual differences of its members, their different strengths and weaknesses, and their varied personal goals.

11. Teachers, administrators, and other school personnel should participate as peers in the school's organizational structure, though their responsibilities differ as to type and amount.

12. School personnel should recognize that they must be mutually dependent if organizational goals are to be achieved.

13. The school organizational structure should encourage its staff members to be self-actualizing.

14. The community should participate in the setting of goals for the instructional program.

15. The school should have a system of objectively evaluating:

    a. Staff, pupil, and community attitudes.
    b. Cost-effectiveness of specific elements of the school program.
    c. Success of its graduates, transfers, and drop-outs.
    d. School program relevancy.
    e. Pupil achievement in terms of school objectives.

Part 3

An Assessment of the Impact of SPU Program Training

A. An Evaluation of the Perception and Desirability of Flexible Staffing on the Part of School Personnel (Summary of Volume III, Part 1)

The first phase of the evaluation program for SPU involved the assessment of the perception and receptivity of school personnel toward selected statements which represent six of the seven major categories of DeBloois' conceptual model of staff utilization. Since some of the failures of initial implementation of educational innovations can be traced to misunderstanding of the innovational concepts underlying the innovation, or to participants in the program who are not receptive to new ideas, it was hoped that the results of this study would help clarify areas of misunderstanding and resistance in the early stages of implementation.

One evaluation instrument (Form 01) was developed to determine the effects of training and/or involvement upon the ability of staff members to discriminate between the characteristics of flexible and traditional patterns of staffing. A second form of the instrument (Form 02) was developed to measure staff willingness to participate in a school having the characteristics of flexible staffing. The same statements of staffing characteristics were used in Forms 01 and 02, but the instructions differed.

Methods

Experimental and control populations were designated and respondents were categorized as to: (a) type of school, (b) position in the educational system (teacher, principal, project director, etc.), (c) sex, and (d) years of experience. Individuals were randomly assigned to either

one instrument or the other, and asked to indicate whether they agreed, were uncertain, or disagreed with a series of 31 statements. For the perceptivity instrument, the subjects indicated their agreement level with the stem: "I personally perceive Flexible Staffing to be a school organization in which....(followed by 31 statements)." For the receptivity instrument the subjects indicated their agreement level with the stem: "I would like to be a participant in a school which....(followed by 31 statements)." These 31 statements were the result of a formative and summative evaluation of a larger set of statements which related to DeBloois' Conceptual Model; and of the 31 items finally selected, 21 described the concepts of flexible staffing and 10 described the concepts of traditional staffing. Data were analyzed by tabulating the number of the agree-uncertain-disagree responses and performing a chi-square test to reveal group differences (i.e., experimental vs. control) and position differences (i.e., administrators vs. teachers). These forms were administered to 105 school administrators in the experimental group and 5 in the control group. On Form 01, 655 teachers responded and 566 on Form 02 in the experimental schools; 414 teachers responded to both forms from control schools.

Results

Form 01. The results of this evaluation were described item by item under the sub-divisions of the conceptual model. Only four of the thirty-one chi-square tests were significant in the analyses of the differences between the control group and the experimental group. This indicates that the control and experimental groups perceived the concepts of flexible and traditional staffing in a very similar fashion. The responses of the two groups were statistically different at the .01 level for the following four concepts:

1) Teachers and administrators interact as equals

2) Teachers serve part-time as administrators

3) Teachers' instructional activities are determined by written goals

4) Pupil achievement is a factor in evaluating teacher performance

The experimental group was more in agreement with these statements than the control group, which was expected except in the case of the second item.

Differences in responses were significant for 15 of the 31 items when the subjects were classified according to school position. These items were spread out widely among the different categories of the conceptual model, and they related primarily to duties of teachers, evaluation of teachers, design of instruction, and the role of the public in the educational process. There was greater agreement among groups on the items relating to the supervision of teachers, interaction of teachers and administrators, employment practices, problem solving strategies, and budget. In viewing the items as a whole, the administrators gave the highest percentage of responses in the expected direction, and the non-teaching personnel seemed the most uncertain. Although most of the responses were in the intended direction, two items were answered in the "wrong direction." That is, more respondents agreed than disagreed that teachers serving simultaneously as instructor and administrator, and teachers autonomously selecting their course topics were representative of flexible staffing (even though these items were intended to represent traditional practices). In a survey of the general direction of the differences between the experimental and control groups, it was demonstrated that the experimental group uniformly responded more "correctly" in their perception of what

constituted a flexible staffing environment. Nonetheless, a substantial majority of both groups were able to correctly discriminate between items consistent with differentiated staffing and those consistent with traditional staffing.

Form 02. Only seven of the comparisons between control and experimental groups on Form 02 revealed significant differences at the .01 level. These differences were in statements concerning teacher individuality, interpersonal relations and communication, decision making, and promotion and remuneration. In addition, 21 of the 31 items revealed significant differences among the various school positions. Overall, the administrators seemed to be the most receptive toward flexible staffing concepts and the least receptive toward traditional staffing concepts. Twenty of twenty-four items which demonstrated significant differences fell into the conceptual categories related to decision making, communication, recruiting, promotion, evaluation, remuneration, and accountability. Only one of the five items in the collegiality category revealed significant differences among school position classifications, and neither of the two items in the individuality category revealed such differences.

In a survey of the general "direction" of the differences between the experimental and control groups, it was demonstrated that the experimental groups consistently indicated a greater willingness to work in a flexible staffing environment. Moreover, in absolute terms, both groups indicated a preference for the flexible staffing pattern characterized by these items.

Aspects of Flexible Staffing

The foregoing has compared control and experimental groups and their perception and receptivity toward the concept of flexible staffing. In

addition to this function the evaluation instruments, Forms 01 and 02, were designed to provide information about particular ways that those attempting flexible staffing view the concept.

Eighty percent of the teachers and administrators surveyed agreed that teacher individuality is a key concept to flexible staff use and that provisions must be adopted allowing teachers to specialize and work in areas of personal strength and competence. On Form 02 a similar percentage indicated they desired to work in a setting where this was the case.

Responses on Form 01 indicated that nearly eighty-five percent of the teachers and administrators surveyed considered collegial decision making to be central to the flexible staffing concept. Group problem solving, as opposed to unilateral decision making, was considered essential. More than 75% of teachers and administrators indicated that teachers and administrators interacting as equals with different responsibilities is an important component of flexible staffing. Eighty-six percent of both groups responded on Form 02 that they were desirous of working in a school where this was the norm.

Both groups rejected the prospect of working in a school where individuals did their jobs independently of others on the staff. However on another question 61% of the teachers reserved autonomy in selecting topics for their own courses for which they were responsible. It appears they do not wish to give up the autonomy which has often provided teachers their only defense against authoritarian decrees which seemed unworkable--that of closing the classroom door and blunting administrative edicts.

Administrators were adamant in their disagreement with the statement that they would assume responsibility for planning in a flexible

staffing situation, and that teachers would devote their attention to implementation of plans. Ninety-two percent felt this was not a characteristic of flexible staff use. Eighty-five percent of the teachers surveyed also disagreed. A similar number disagreed with the statement that most teachers preferred to be closely supervised. On Form 02 both groups voiced a strong desire of working in a school where faculty members have a greater sense of responsibility for helping solve school problems. Eighty-six percent of the faculty and administrative responses indicated that this should be done by joint planning and implementation by faculty and administrative groups. Nearly as many indicated they would enjoy working in a situation where informality was evident in faculty/adminstrative inter-communications.

Strong approval was given for the statement that flexible staffing requires a shift in the assumption base underlying many personnel policies. Nearly 85% of the faculty and administrators agreed that within a school staff, problem solving must proceed from the assumption that teachers are creative and display ingenuity. Seventy-six percent of the teachers and 85% of adminstrators desired to work in a school where this shift had occurred. A majority of both groups rejected the idea that detailed policies should regulate teacher behavior.

Eighty-five percent of the teachers and administrators were in agreement that the concept of flexible staffing provides inservice training of personnel which will lead to increased instructional responsibility and increased salary. Eighty-six percent indicated a desire to work in a school with an inservice program set up to accomplish these same ends.

The groups with close to a unanimous vote responded that they consider the use of aides and classroom instructional assistants central to

the flexible staffing idea. Furthermore, 94% of the teachers and 81% of the administrators wished to work in a situation where paraprofessional assistance was available and used.

Seventy-one percent of the people surveyed would like to see fully certified professionals employed part-time if they wished. This might be viewed an answer to the woes of the teaching mother who wishes something less than a full-time commitment.

On two points there was serious disagreement between the responses of faculty and administrators. While 83% of the administrators agreed that teachers demonstrating exceptional skill and expertise in instruction should receive instructional responsibilities and salaries above that of other teachers, only 47% of the teaching group were of a similar opinion. Thirty percent were in disagreement and 23% were uncertain. The other discrepancy occurred over the question of evaluation of teacher performance. Seventy-three percent of the administrators believed that in a flexible staffing situation the evaluation would be based on an assessment of one's performance by his subordinates, his peers, and his superiors in the organizational structure. Fifty-four percent of the teachers agreed and 46% were in disagreement or uncertain. On Form 03, half of the teachers indicated they would not like to work in a situation where this type of evaluation was in operation--three-fourths of the administrators favored working in this setting.

Both administrative and faculty responses to statements suggesting limited role differentiation and the continual movement of teachers into administrative ranks were disappointing. Only 30% of those surveyed indicated they viewed flexible staffing as a structure in which one can <u>really</u> find a career in teaching without being forced into

administration. Only 30% saw the concept incorporating extensive role differentiation which goes beyond typical grade-level and subject area specialization.

Seventy-six percent of the administrative group and sixty percent of the faculty agreed that instructional activities are determined by written goals in the flexible staffing concept. Half of the teachers and two-thirds of the administrators indicated they would be desirous of working in a school where this was the case.

More than 90% of both groups agreed that accountability was an essential element of the concept of flexible staffing--that periodically school personnel must explain to parents the objectives of the school, and the degree to which they are being met. Eighty percent also agreed that flexible staffed schools would ask parents and the public for their opinion about school policy and objectives.

Ninety-four percent of the teachers and administrators indicated on Form 02 that they wanted to work in a school where parents were informed of school objectives and the degree to which they were being achieved. Eighty-five percent stated a desire to work where parents and the public were asked to provide input into the school's objective pool.

Teachers were less in agreement than administrators that student achievement, as a factor for consideration in teacher evaluation, is a key to the concept of flexible staffing. Forty-eight percent of the teachers agreed compared to 68% of administrators. When asked whether they would be desirous of working in a school where this factor of teacher evaluation was employed, only 43% of the teachers answered they were, and 60% of the administrators were positively inclined. A full 38% of the teachers were opposed to working in that situation compared with 24% of the administrators.

It appears that neither group is ready for the accountability issue which seems to be gaining more support from an eager public.

B. A Status Study on Project Goals, Goal Priorities, and Goal Implementation (Summary of Volume III, Part 2)

Essential to the assessment of the impact of the School Personnel Utilization Program was an evaluation of the goals upon which each project based its plans, processes, and activities. For this assessment it was necessary to determine first whether certain goals were included in each project, and second, to determine the priorities assigned to them by the project leadership. A logical ensuing step was a survey of the extent to which concrete efforts toward the fulfillment of project goals had been planned for and/or implemented.

Method

A prototype evaluation instrument for the criteria of goal importance and goal implementation was prepared using the Conceptual Model and the comprehensive set of SPU goals. This instrument underwent a series of formative evaluations by project directors, evaluation experts, and in-service school personnel, and the formative process resulted in a final instrument designated Form 03.

Form 03 was sent to all the 23 SPU projects, and was administered to three major groups; project directors, project committees, and "other" school personnel. These individuals responded to 27 goal statements by indicating the importance of each of the goals, and indicating the degree of implementation of each goal within their respective projects. The responses for each category were tabulated, and the means for each group, for each school, and for each item were calculated and analyzed in two

basic ways. First, the results were used to rank the goal statements in order of importance and in order of the degree of implementation; and second the results were used to develop an importance/implementation matrix.

Results

The ranking of goal statements by importance. The ordering of the goals led to a number of generalizations. One obvious result was that all project committees considered the goal concerning the effective use of available resources within the existing structure to be very important. This goal suggested that aides and clerks be used within the existing conventional staffing structure a somewhat disappointing response from those who lead the way in establishing alternative staffing structures. Despite the response to this goal, the remaining eight goal statements selected to be very important by most committees focused on variables requiring changes in the existing organizational structure--those structures which are established in order to recruit, employ, retrain, and retain human resources for staffing the organization--and on variables of communication and human relation.

Goal statements developed around variables of evaluation and accountability were viewed with somewhat less enthusiasm, but nevertheless were well within the "important" category.

While the project schools' planning committees agree that increased professional demeanor of teachers toward students was a very important goal of the flexible staffing concept, the list of unimportant goals indicates they have not yet accepted the dimension of professionalism which places a professional organization in control of the conduct and quality of the performance of its members. Professionalism in the fuller sense of the term is not viewed as an important component of the concept of flexible or differentiated staffing.

The ranking of goal statements by degree of implementation. The influence of the USOE funding guidelines is obvious here. It appears both in the goals which were chosen to be implemented, as well as in which goals were deemed most important in a flexible staffing endeavor, that project personnel were keenly aware of the structural aspects of the concept. Placing a staff in a vertical hierarchy with specialized roles, and developing cooperative planning bodies within the school seemed to take precedence over the socio-psychological considerations. One might argue after comparing the list of six most completely implemented goals with the list of eleven goals for which plans are nearly complete, that the tail is wagging the dog. Perhaps in an effort to fulfill contractual agreements with the funding source, or perhaps as a strategy to receive second or third year funding, projects have implemented terminal goals without having implemented the necessary enabling strategies. For example, it appears that proje leadership is attempting to establish cooperative decision-making bodies before they provide a staff additional training in interpersonal relations skills, and before they effect a change in the climate of communication. Teachers are adopting new titles before they receive training required of the new job description. In addition, most of the projects felt that continuous formative evaluation was either very important or important, however only one project claims to be monitoring its own progress through formative evaluative efforts.

The development of an importance/implementation matrix. The basic form of the matrix consists of a cross tabulation of the responses of the project directors and the project committees on a matrix consisting of three columns representing the three levels of goal implementation, and three rows representing the three levels of goal importance.

An analysis of the response distribution demonstrated that the responses of the project directors more often viewed the important goals as implemented, while the committee members generally viewed the same goals as in the planning stage. The results of an onsight validation study, in which evidence of reported implementation was sought, clearly indicated that the faculty typically underestimated the level of implementation of a goal, and the project directors typically overestimated the implementation level of the goal. Most of the goals fell within a "desirable" stage of implementation/importance.

Part 4

An Evaluation Paradigm for Flexible Staffing Patterns and its Application to the Temple City, Mesa, and Florida Network Projects

(A summary of Volume IV, Parts 1, 2, and 3)

The evaluation model proposed in Volume IV is a general model with applications for the evaluation of school staffing innovations as well as curriculum and instruction. Starting with a general model and then elaborating in terms of a given innovation has value in that it takes in to account the implications of changing one component within a complex system of interdependent components. Even small innovations cause ripple effects which are felt throughout the school organization, and an evaluation must be prepared to consider these larger effects.

Any planned change or innovation, staffing or otherwise, is a matter of taking certain concrete actions on the basis of deliberate decisions which in turn rest on formal or informal evaluations of a known condition and plausible alternatives to that condition. Educational developers have been making educational changes for years on an intuitive, informal evaluation base. The SPU evaluation paradigm attemtps to formalize this intuitive process and combine the relevance of the developer's approach with the explicitness and rigor of the scientific approach.

The SPU Evaluation Paradigm places emphasis on formative evaluation an and reflects a philosophy of evaluation which holds that:

1) The ultimate purpose of evaluation is to improve education

2) Facilitation of program development through formative evaluation is more direct and immediate than through an approach of summative evaluation.

3) The process data collected in formative evaluation is essential to the interpretation of product data gathered in the summative evaluation.

The SPU model combines formative and summative evaluation as complimentary strategies for monitoring the progress of an educational transition, from the old instructional process to the new; and the assessment of the effectiveness and efficiency of the new process in terms of global criteria and in comparison with a known standard.

The Evaluation Training Center personnel have experienced the efficiency and relative effectiveness of designing an evaluation model within the context of a general developmental model. This developmental model assumes the following as the salient steps of program development:

I. Preplanning
   - A. Status Study
   - B. Goal Analysis
   - C. Solution Analysis

II. Planning and Development
   - A. Derivation of objectives
   - B. Establishment of criteria and standards
   - C. Design of instructional model
   - D. Design of plan for implementing the model
   - E. Consistency analysis
   - F. Feasibility study of the plan for implementing the model
   - G. Design of formative evaluation at the developmental and implementation stage, summative evaluation at the operational stage, field testing at the diffusion stage.
   - H. Design of the dissemination strategy

III. Inservice training and orientation
   - A. Knowledge
   - B. Attitudes
   - C. Skills

IV. Installation
   - A. Progress of program implementation
   - B. Problems encountered in program implementation
   - C. Deficiencies in the model or plan for implementation
   - D. Program effectiveness

V. Operation
   - A. Program effectiveness
   - B. Documentation of side effects
   - C. Cost analysis

VI. Diffusion
   - A. Diffusion
   - B. Dissemination

The SPU Evaluation Paradigm for flexible staffing patterns has its base
base in the general developmental model on the previous page. Each step of the SPU model reflects a corresponding developmental stage.

.Goal Analysis is the first step of the SPU design and focuses of the analysis of SPU project goals. The intent here is to analyze the goals and provide project personnel with information relevant to goal revisions for the purpose of clarity specificity and better communication. Goals are also submitted to a test of relevance to determine whether they reflect the needs and priorities established by project personnel.

A Process Evaluation for planning and decision-making makes up the second step of the SPU Paradigm. Included in this step is the analysis of the process of goal selection and other decision-making processes. In this step project personnel are surveyed to determine:

1) to what extent they feel decisions are being made by the right people;

2) to what extent they feel they influence decisions;

3) to what extent they would like to change their role in the decision process;

4) the relative quality of the various decisions being made.

The Model Evaluation is not unlike the goal evaluation in its analysis of the staffing model developed by a SPU Project. Here the concern with determining whether a model exists or not, evaluating its adequateness against a conceptual model of staffing variables, and developing a profile of the particular staffing model in terms of staffing variables common to all projects. The evaluation data are fed back to project leadership and concensus is arrived at regarding the models focus, its various dimensions and its strengths and weaknesses.

Evaluating the Installment Plan is the next step of the paradigm. This

component attempts to make explicit the strategies and techniques which project leaders intend to use to install their staffing model. Here the model focuses on the consistency of the plan with the model and with project goals. Also of importance in this step is the consideration of the legality, legitimacy, the practicability, and the balance of the plan.

The Evaluation of the Installation Process has three major objectives:

1) to monitor the implementation of the installment plan

2) to provide the information needed for planned decisions during the installation stage of development

3) to document the extent of installation which has taken place.

The Evaluation of Outcomes Related to Staff Attitudes, Skills, and Projects is a type of summative evaluation focusing on products of an implemented staffing model at a given point in time. These products are considered under four classifications:

1) products related to structural variables

2) products related to staff knowledge, attitudes, and skills

3) organizational climate variables

4) variables of unanticipated outcomes.

These four categories of variables will yield information about the staffing pattern, authority structures, evaluation policies and teacher attitudes and skills. In addition, they will provide indicies of the climate for continued innovation, and indicate the unexpected problems and benefits which have resulted from the installment of the model.

Application of SPU Paradigm

Instruments and procedures were developed to operationalize each of the SPU Evaluation Paradigm steps. Part II of Volume V, which reports the use of these procedures and instruments, is outlined below.

No attempt will be made to summarize the actual data gathered from the

on site visits in the Temple City, Mesa, and Sarasota projects. These data are reported in detail in Volume IV of this report.

The Goal Analysis in TempleCity, Mesa, and Sarasota projects required the use of four SPU Evaluation instruments: form 01 and 02 which describes teacher perception and receptivity toward the flexible staffing concept, Forms 03 and 032 which indicates the project participant's priorities among the goal statements on the form, and the degree to which these goals have been implemented in their projects. In addition, the participants' responses concerning their own school's needs are obtained and compared to the goal priorities and levels of implementation.

Decision Analysis covers the important decisions made in each project from its inception to date, Forms 08 and 08Q were used to obtain the decision making data.

The Model Analysis employs the use of Form 09. The profiles of the staffing models developed for Mesa, Temple City, and Sarasota are listed; the strengths of each model as well as areas of model weaknesses are also included. The model analyses for these three projects may be considered a statement of project differences at the model development stage.

The Analysis of the Installation Plan is the least developed of the SPU evaluation paradigm steps, however, by employing a strategy developed by the ETC, an analysis was made of the Temple City Plan for installing their model of staff utilization.

A variety of instruments and procedures was used to evaluate the installation process: Forms 01 and 02 were used to derive a measure of staff attitudes and basic ability to deal with the concept of flexible staffing; form 03 was used to obtain goal implementation status data; and form 12 was employed to ferret out pressing problems of the installation process.

The last step of the SPU paradigm, Outcome Measures, relied heavily

on three ETC developed instruments, the 04, 05, and 06 series, which measure the variables of self-concept, collegiality, and professionalism; Form 12, a structured interview concerning staffing and structural variables; and form 08, used here as a product rather than a process measure.